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Programme planning

Proposed strategic framework for the period 2010-2011

Part one: plan outline

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I. Background

1. The strategic framework for the period 2010-2011 has been prepared pursuant to General Assembly resolutions 58/269, 59/275, 61/235 and 62/224 and the Regulations and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation (ST/SGB/2000/8).

2. The General Assembly, in its resolution 58/269, requested the Secretary-General to prepare, on a trial basis, for submission to the Assembly, a biennial strategic framework to replace the four-year medium-term plan which would comprise in one document (a) part one: a plan outline, reflecting the longer-term objectives of the Organization; and (b) part two: a biennial programme plan to cover two years. The Assembly affirmed that the strategic framework should constitute the principal policy directive of the United Nations and should serve as the basis for programme planning, budgeting, monitoring and evaluation, in accordance with the Regulations and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation. Pursuant to that resolution, the proposed strategic framework for the period 2006-2007 was submitted to the Assembly at its fifty-ninth session, through the Committee for Programme and Coordination at its forty-fourth session, in 2004. No decision could be reached on part one: plan outline. The Committee did not recommend approval of part one and the Assembly, in its resolution 59/275, decided to adopt only the biennial programme plan, which was issued with a short introduction listing the priorities approved by the Assembly.[1]

3. The proposed strategic framework for the period 2008-2009, comprising part one: plan outline[2] and part two: biennial programme plan,[3] was submitted to the Assembly at its sixty-first session, through the Committee for Programme and Coordination at its forty-sixth session, in 2006. The Committee did not recommend approval of part one. The view was expressed that the plan outline focused on format and did not provide an idea of the challenges facing the Organization, of lessons learned, of positive experiences of the past period or of strategies to reform the Organization.

4. In its resolution 61/235, the General Assembly, having considered the report of the Committee for Programme and Coordination,[4] endorsed the conclusions and recommendations contained therein with respect to the biennial programme plan for the period 2008-2009 subject to the provisions of that resolution, and decided not to take a decision on the content of part one: plan outline. The Assembly therefore adopted only the biennial programme plan, which was issued with a short introduction listing the priorities approved by the Assembly.[3]

5. The General Assembly, in its resolution 58/269, requested the Secretary-General to submit a report, through the Committee for Programme and Coordination, reviewing the experiences gained with the changes made in the

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[1] *Official Records of the General Assembly, Fifty-ninth Session, Supplement No. 6* and corrigendum (A/59/6/Rev.1 and Corr.1).

[2] A/61/6 (Part one).

[3] *Official Records of the General Assembly, Sixty-first Session, Supplement No. 6* (A/61/6/Rev.1).

[4] *Official Records of the General Assembly, Sixty-first Session, Supplement No. 16* and corrigendum (A/61/16 and Corr.1).

planning and budgeting process, in order to review, with a view to taking a final decision at its sixty-second session, the format, content and duration of the strategic framework, including the necessity of maintaining part one. By its resolution 62/224, the Assembly endorsed the conclusions and recommendations of the Committee for Programme and Coordination on programme planning as contained in its report,[5] and decided, inter alia:

- To maintain the strategic framework as the principal policy directive of the United Nations, which serves as the basis for programme planning, budgeting, monitoring and evaluation, with effect from the biennium 2010-2011
- To continue to include part one: plan outline in the strategic framework
- To request the Secretary-General to improve the format of part one and the reflection of the longer-term objectives therein by, inter alia, elaborating on the priorities of the United Nations agreed to by the Member States, in accordance with resolutions 59/275 and 61/235

6. As requested by the Committee in paragraph 50 of its report to the sixty-first session of the General Assembly,[4] the annex herein provides a table with information for each programme, setting out the entities responsible for each subprogramme.

II. Longer-term objectives of the Organization

7. A principal criterion established by Member States for the preparation of the strategic framework is the setting of longer-term objectives consistent with all the relevant legislative mandates in all areas of the activities of the United Nations. While it is not practical to list all the relevant mandates contained in part one: plan outline, the mandates collectively form the basis for the preparation of proposals for the period 2010-2011. Consequently, the strategic framework for the period 2010-2011 is a translation of legislative mandates into programmes and subprogrammes. A summary listing of key legislative mandates is included at the end of each programme in part two: biennial programme plan.

8. Consistent with past practice, the objectives stated in part two: biennial programme plan, are not limited to a two-year period and consequently contribute to the overall longer-term objectives of the Organization. In accordance with resolution 59/275, the strategic framework for 2010-2011 has been prepared taking due account of the internationally agreed development goals, including those contained in the United Nations Millennium Declaration (resolution 55/2) and the outcomes of the major United Nations conferences and international agreements since 1992, including the 2005 World Summit Outcome (resolution 60/1). Priorities for the period 2010-2011 are detailed in section III below, and further information on the format and structure of the strategic framework and the incorporation of legislative mandates therein is detailed in section IV.

9. Promoting economic growth and sustainable development, responding to unprecedented challenges to international peace and security and enhancing respect for human rights around the world represent the abiding long-term objectives of the Organization and the three pillars of its work, namely peace and security,

[5] *Official Records of the General Assembly, Sixty-second Session, Supplement No. 16* (A/62/16).

development and human rights, as agreed at the 2005 World Summit. In seeking to achieve them, the United Nations will be guided by three key principles of action: delivering results for people most in need; creating a stronger United Nations through full accountability; and securing global goods for a peaceful and better world in the twenty-first century.

10. The United Nations has a long and proud history of establishing norms and principles that have promoted a safer, more prosperous and just world. It can and must continue to do so. However, demands for United Nations engagement, in terms of both scope and geography, have increased. To meet those demands with limited resources, the Organization needs to define clear priorities, specific goals and timelines. Guided by the strategic framework, the Organization is further making an explicit effort to concentrate resources where it can have the largest impact. In this way the Organization will aim to deliver results for the people most in need.

11. To achieve optimal results, it is imperative to create a stronger United Nations through full accountability. Accountability must serve as a fundamental organizing principle within the Secretariat and serve as an operational guideline for strengthening the relationships between the Organization and the Member States, and their constituents. Over the next biennium, it will guide Secretariat reforms.

12. The number of global threats that endanger the assured livelihoods of individuals, the safety of communities and the security of States around the world is growing. Those threats are likely to pose great challenges to our common commitment to build a more prosperous future for all nations and peoples. With its universal membership, strong capacity and comparative advantage of catalysing collective action by all countries, and its ability to build new and variegated multi-stakeholder alliances, the United Nations is uniquely placed to lead the effort to address global threats and secure global goods. Though the solutions to the challenges facing us will need to be global, the locus of responsibility of actions will have to remain primarily at the national level.

Delivering results for the people most in need

13. The world is currently facing a development emergency. While significant progress in achieving the Millennium Development Goals has been made, thanks to the mobilization of all development partners,[6] regrettably, as the midpoint to the 2015 deadline passes, millions of people are still trapped in structural poverty and go hungry every day. Nowhere is extreme poverty as entrenched and as structurally rooted as in Africa. Millions of lives literally hang in the balance.

14. Africa, the only region currently at risk of not achieving the Millennium Development Goals by 2015, must remain high on the agenda of the Organization. With that in view, in September 2007 the Secretary-General launched the Millennium Development Goal Africa Steering Group which brings together the leading international financial institutions dealing with Africa's development. Its function is to galvanize support for scaling up the implementation of the Goals. While the United Nations must address Africa's urgent needs, the Organization's attention should not be diverted from promoting the social and economic progress of

[6] Including Governments, international governmental institutions, local authorities, civil society and non-governmental organizations and the private sector.

impoverished populations living in non-African least developed countries and in middle-income countries, for example in Latin America and Asia.

15. In mid-2008, the development emergency took on a new dimension with the unprecedented increases in the price of food and overall import bills for the poorest countries. The increases were accompanied by diminishing food stocks. To address the issue, the United Nations will continue to work along the following two tracks: to develop responses that address the short-term humanitarian, political, developmental and security-related challenges posed by the crisis; and to work with the wider international community to develop and implement longer-term, multifaceted policies that seek to reverse this dangerous trend.

16. The food crisis highlights the serious threats a volatile global economy, unstable financial systems and climate change pose to development. The Organization will spare no effort to deliver on development and will work to enhance international cooperation through the framework of the Monterrey Consensus[7] and through ongoing negotiations on an international trade regime.

17. To deliver the requisite leadership on development, the United Nations will need a more coherent, focused and reinvigorated approach, building on the integration of the normative and operational strengths of the Organization as a whole. If the Organization is to strengthen its capacity to deliver effectively on its development mandates, it will need the full, consistent and continuous support of all Member States.

18. The United Nations has a core responsibility and mandate to respond to the humanitarian needs of the most vulnerable people affected by conflicts and natural disasters around the world. Delivering relief more effectively, predictably and accountably must be a core objective of humanitarian reform. To that end, the United Nations will continue to strengthen its humanitarian response capacity through the cluster approach, further strengthen the humanitarian coordinator system, build on old partnerships and develop new ones, and work with international partners to ensure predictable funding.

19. Thanks to the launch two years ago of the Central Emergency Response Fund, the United Nations has drastically improved the effectiveness of its humanitarian response to crisis situations around the world. The Fund helps to ensure that funds are available from the earliest moments of a crisis when the greatest number of lives are endangered and ensures that the so-called "neglected crises" are not overlooked. While funding for the Fund is on a voluntary basis, the Organization should work to encourage Member States to continue their commendable support to this vital life-saving tool.

20. The focus of United Nations efforts during the next biennium will be to further mainstream the above-mentioned aspects of humanitarian reform into the humanitarian work on the ground, that is, deployment of surge capacity, needs assessment, resource mobilization, coordination of relief work and information management.

[7] *Report of the International Conference on Financing for Development, Monterrey, Mexico, 18-22 March 2002* (United Nations publication Sales No. E.02.II.A.7), chap. I, resolution 1, annex.

21. In the meantime, the Organization should strengthen its efforts to promote effective disaster risk reduction strategies that will limit the exposure and vulnerability of communities and will build the resilience of nations and communities to natural hazards.

22. The promotion of international peace and security remains at the core of the work of the United Nations. The persistence of conflicts, frozen as well as active, including those in the Middle East, Iraq and Afghanistan, as well as the emergence of new areas of tension such as those in the Horn of Africa, pose challenges to which the United Nations cannot afford to remain indifferent. Thus, delivering results for a peaceful and secure world is an important feature of the proposed strategic framework. Peace within and among nations is one of the most precious of goods. The absence of peace and the persistence and exacerbation of armed conflicts have devastating effects on civilian populations, drastically undermine countries' development efforts and seriously strain the United Nations scarce financial and human resources. That strain in turn undermines the Organization's ability to deliver on its commitments.

23. For the preceding reasons, the prevention of conflict, early warning, mediation support and establishment of a more integrated and effective United Nations approach in responding to conflict and supporting sustainable peace processes are at the heart of the work of the United Nations and, under the Charter of the United Nations, are key responsibilities of the Secretary-General. To address increased demand for such services, the Organization must establish a more integrated and systematized approach.

24. Continuing to strengthen the Department of Political Affairs, which has been mandated to lead that work, is central to enhancing the Organization's ability to be more proactive and provide a more effective platform for preventive diplomacy and good offices in the service of Member States. To that end, the Department of Political Affairs is improving regional coverage; increasing its capacity to offer political advice on cross-cutting issues; and reinforcing specific management coordination and support functions. The proposed reconfiguration to strengthen the Organization's ability to provide good offices in the prevention and resolution of disputes between and within nations is critical to the effective delivery of political mandates for a peaceful and more secure world.

25. Strengthening the capacity of the Organization to manage and sustain peacekeeping operations must remain a top priority. In that regard, the restructuring of the Department of Peacekeeping Operations and the creation of a Department of Field Support were timely in helping the Organization cope more effectively with its heavy and complex responsibilities. The new architecture has helped ensure the more efficient and accountable management of resources both at Headquarters and in the field. However, those reforms alone will not suffice. Strengthening and leveraging partnerships with regional organizations that can provide peacekeeping support is essential. Similarly, without the full political, financial and logistical backing of Member States at all stages, peacekeeping operations are liable to fail and credibility will be severely damaged. While conflict prevention and peacekeeping are critical, it is equally important to ensure that societies emerging from conflict do not fall back. The Peacebuilding Commission and the Peacebuilding Support Office will help to sustain peace in conflict-affected

countries by garnering international support for nationally owned and led peacebuilding efforts.

26. The threat to international peace and security posed by terrorism has increased in salience in recent years. It is a threat to every nation and all peoples, and thus collective action by Member States is imperative. The United Nations is uniquely placed to counter terrorism. The counter-terrorism strategy adopted by the General Assembly in 2006 represents an important step in the right direction. Its full implementation by all stakeholders must remain a shared objective of the global community. Actions against the world drug problem, global criminal activity and terrorism in all its forms and manifestations are a common and shared responsibility that must be addressed in a multilateral setting and require an integrated and balanced approach. The Organization must make the world safer from drugs, crime and terrorism, which interact profoundly with development, peace and security and the rule of law. Recognizing the need to bridge divides and overcome prejudice, misconceptions and polarization that result in extremism and potentially threaten world peace, the Organization needs to encourage coalitions to advance mutual respect for diversity in religious beliefs and traditions and reaffirm humankind's increasing interdependence in all areas: environment, health, economic and social development, and peace and security. Realization of that objective is sought through the Alliance for Civilizations initiative.

27. The Organization's commitment to protecting human life must, as underlined by world leaders at the 2005 World Summit, first and foremost reside in the unequivocal resolve to promote universal respect for and protection of human rights and fundamental freedoms for all. The year 2008 offered a unique opportunity for a year-long campaign to commemorate the sixtieth anniversary of the Universal Declaration of Human Rights. The Organization should rededicate itself to the urgency of bringing human rights to the people of the world and strive to help them to achieve a higher standard of life.

28. The Human Rights Council should play an essential role in that regard, including through its agreed universal periodic review mechanism. The effective operation of the mechanism should continue to be given high priority. The endeavour should be guided by the holistic vision of human rights enshrined in the Universal Declaration of Human Rights and the Charter of the United Nations.

29. Closely linked to the guaranteeing of human rights is the responsibility to protect populations from genocide, war crimes, ethnic cleansing and crimes against humanity. The responsibility to protect principle offers a powerful new tool for implementing, not supplanting, human rights, humanitarian norms and humanitarian law. It represents a cardinal achievement of the 2005 World Summit, which reaffirmed that the responsibility to protect citizens and other civilian populations in specific conflict situations is part of the compact that validates the inalienable and sovereign rights of Member States. Efforts to engage Member States to reach agreement on a set of practical measures for implementation should be actively pursued. Such initiatives form an integral part of the Organization's efforts to promote the rule of law in all aspects of the United Nations work.

30. The Organization's ability to deliver results for the most needy and to achieve the Millennium Development Goals will depend in large part on its ability to enhance the overall coherence of operational activities at the country level. The intergovernmental consultation process on system-wide coherence presently under

way should build upon the guidance provided by the General Assembly on United Nations operational activities for development in the context of the triennial comprehensive policy review of operational activities for development of the United Nations system. It is fitting that the Assembly, in its resolution 62/208, also recognized that strengthening the role and capacity of the United Nations development system to assist countries in achieving their development goals required continuing improvement in its effectiveness, efficiency, coherence and impact.

31. Member States should continue to address those matters in a pragmatic and open-minded manner, learning from the eight countries that piloted the "delivering as one" initiative. The focus must be on developing a more robust framework for the delivery of operational activities. The establishment of adequate governance structures at Headquarters and the provision of sufficient funding should go hand in hand with sound development strategies that are nationally owned and led. For its part, the United Nations system will remain committed to working in a more coherent manner and to advancing its work on harmonizing its business practices. In that regard, strengthening the capacity of the United Nations to address the pressing demands of the neediest would represent one of the most important objectives that Member States are working for.

32. An important feature of the United Nations strategy for delivering results for the neediest is the continued strengthening and rationalization of the United Nations architecture for gender equality and the empowerment of women. Developing system-wide gender expertise and mainstreaming gender perspectives into humanitarian, development and security policies and programmes will continue to be given priority for the United Nations system.

Creating a stronger United Nations through full accountability

33. In order to deliver on the increasing demands for its services, the Organization needs to be stronger, more effective and more modern. On the basis of mandates agreed by world leaders at the 2005 World Summit and subsequent mandates of the General Assembly, a large number of wide-ranging reforms are now being implemented. Further initiatives are still in the preparatory stages. The nature and scope of responsibilities entrusted to the Organization calls for the strengthening of the its overall accountability framework and demands that its top managers meet and cultivate the highest standards of ethical conduct and integrity.

34. Achieving optimal results will require establishing full accountability by all parties involved. First, it is necessary to achieve full accountability within the Secretariat. That will require adopting an integrated approach that brings together all the aspects of a modern, transparent and performance-driven Organization with an accountability architecture that integrates performance, integrity and compliance mechanisms. Those elements will be operationalized through establishing compacts with senior managers that set out targets and commitments. In addition, the Organization needs a workforce that is professional, mobile and capable of multi-tasking; greater career and growth opportunities; better responsiveness and support to our colleagues in the field; a fully functioning system for the administration of justice; more modern tools and better information and communications technology, including the introduction of an enterprise resource planning system. The current changes being effected in the area of management of the Organization's work

programmes — for example, compliance with the International Public Sector Accounting Standards, a better focus on achieving results, more up-to-date information and communications technology, familiarization with risk management — are aimed at ensuring, both in the short and in the longer term, a better managed Organization that will not only be able to function more efficiently and effectively in the delivery of mandates but will also be better prepared, particularly in terms of transparency and accountability, to meet new challenges. The success of the Organization in delivering its mandates will depend not only on its ability to assess, analyse and provide solutions to the many problems to be addressed but also on its ability to manage its work competently and proficiently towards meeting its objectives. The Organization must do the right things and also do things right. Finally, the Organization must hold senior managers accountable for ensuring that gender equality and women's empowerment continue to be a priority throughout the United Nations system.

35. Second, it is necessary to continue strengthening the Secretariat's accountability to Member States, by striving to ensure that the United Nations system works and delivers as one to meet its mandates. The Organization must hold itself accountable for its behaviour and for results. To that end the Organization must enhance its evaluation capacity and integrate into its initiatives the lessons learned from past initiatives. It is necessary to fully implement the ethics programme, strengthen accountability mechanisms and actively engage in risk management. The work of the Independent Audit Advisory Committee has begun, and it is expected that its findings and recommendations will assist the General Assembly in fulfilling its oversight responsibilities.

36. In order to make real progress in the above-mentioned areas, the support of Member States would be needed through the provision of sufficient political, financial and human resources, commensurate with the mandates entrusted to the Organization in all areas of its work.

37. Both the Secretariat and the Member States must improve their accountability to the global public through greater transparency and openness. Accountability goes beyond answering to those who have delegated authority to the United Nations. It also means taking into account the interests of those affected by its actions.

38. As the work and challenges facing the Organization become more and more complex, building partnerships with all stakeholders, including civil society and the private sector, will become increasingly important.

39. Guaranteeing the safety of United Nations personnel is a key element of the successful accomplishment of the Organization's many and multifaceted missions. Unfortunately, the United Nations, the symbol of the common core values of peace, solidarity, justice and equality, has become a target of extremist groups. That represents a dangerous trend, which exposes the lives of the dedicated staff engaged in United Nations activities to unacceptable hazards. In the context of collaborative efforts to combat international terrorism, Member States should take appropriate measures at both the national and international levels aiming to ensure the safety of United Nations premises and the Organization's staff.

Securing global goods

40. The United Nations is uniquely placed to lead the effort to address global threats that endanger every person everywhere in the world and to secure the corresponding global goods. As the only universal organization with universal membership, partners are turning to the United Nations to catalyse collective action. The Organization must rise to the challenge since no other forum provides the mechanisms to legitimately address those issues on a global scale as effectively.

41. More than any other challenge at present, climate change requires that all work together with a shared sense of urgency. Concerted effort will be required to help to achieve progress on implementing existing mandates and operationalizing agreements negotiated in the previous biennium.

42. Global health is another good example of a global good that poses one of the greatest challenges of our time. Disease, slowed development and global insecurity are inextricably linked, and thus investment in health is a cornerstone of economic growth, human development and global security. The United Nations has an important role to play in helping a currently fragmented health sphere develop a coherent approach to strengthening health systems that work for the poorest and the most vulnerable. It must also play a role in mobilizing action to reduce the risks of a global pandemic.

43. As the Organization moves towards reinvigorating its efforts to prevent deadly armed conflicts, sustained attention should be dedicated to disarmament and non-proliferation of weapons of mass destruction. The danger that nuclear armaments pose to humanity remains a matter of major concern, in particular the risk associated with their potential use by terrorist groups. Against that background, the United Nations should continue to advocate for concrete steps aiming to undertake multilateral negotiations on nuclear disarmament and the strengthening of the international non-proliferation regime. It should also step up its efforts to halt the proliferation of small arms and light weapons that undermine the security of individuals, countries and regions that can least afford it. The Organization must address the threats that are growing the fastest, those facilitated by the revolution in the life sciences. The challenge is to follow up on the decision of world leaders in 2005 to promote biotechnology benefits while mitigating the risks of misuse.

44. The challenges ahead are daunting, but with a clearly defined strategy and adequate resources to support it, in the next biennium the United Nations will be able to deliver significant results for the people most in need, strengthen the Organization through full accountability and make progress towards securing a selected number of global goods.

III. Priorities for the period 2010-2011

45. It is recalled that for the four-year periods 1998-2001 and 2002-2005 and for the two-year periods 2006-2007 and 2008-2009, the General Assembly identified eight priority areas, which covered the bulk of the substantive activities of the Organization. As the conditions that led to those priorities persist, it is proposed that the Assembly may wish to consider reaffirming, or amending, as appropriate, the following priorities for the period 2010-2011, namely:

(a) Promotion of sustained economic growth and sustainable development in accordance with the relevant resolutions of the General Assembly and recent United Nations conferences;

(b) Maintenance of international peace and security;

(c) Development of Africa;

(d) Promotion of human rights;

(e) Effective coordination of humanitarian assistance efforts;

(f) Promotion of justice and international law;

(g) Disarmament;

(h) Drug control, crime prevention and combating international terrorism in all its forms and manifestations.

IV. Structure and format

46. In accordance with resolutions 58/269 and 62/224, the strategic framework comprises part one: plan outline and part two: biennial programme plan. The plan covers 27 programmes, each of which corresponds to the work carried out by an organizational entity, usually at the departmental level (congruent with the relevant section of the programme budget) and is subdivided into a number of subprogrammes. Those in turn correspond to an organizational entity, generally at the level of a division.

47. The presentation of each programme of the biennial plan in part two includes (a) the overall orientation, reflecting the raison d'être of the programme as a whole, changes as a result of the programme's intervention and the anticipated benefits for its end-users; (b) the subprogrammes; and (c) a list of legislative mandates. Each subprogramme follows results-based concepts with respect to the use of the logical framework, reflecting the following elements: (a) objective of the Organization; (b) expected accomplishments of the Secretariat; and (c) indicators of achievement, all of which will form the basis of the forthcoming proposed programme budget document. Each subprogramme includes the strategy to be employed for attaining the expected accomplishments.

48. Through the use of the logical framework, namely, clearer articulation of objectives (the raison d'être of the subprogramme), expected accomplishments (benefits to end-users as a consequence of outputs in order to meet the objective) and indicators of achievement (to measure whether or not accomplishments were attained), programme managers are provided with the basic tools for determining the relevance, usefulness, efficiency and effectiveness of the work of the Organization. The practice of results-based management in the implementation of the mandated programmes and activities is intended to improve the performance of the Secretariat and ensure a fully results-oriented Organization.

A. Objective of the Organization

49. The objective is expressed at the level of the Organization as a whole (Member States and Secretariat), rather than at the level of either intergovernmental or Secretariat action only. In other words, the objective reflects what the subprogramme intends to achieve, not what needs to be done by the entity responsible for implementing the subprogramme. For example, an objective might be "to maintain international peace and security through prevention, control and resolution of conflicts through peaceful means", an objective of the Organization as a whole, but not "to monitor and analyse situations of potential conflict", an activity that is carried out by the Department of Political Affairs. The objective, in terms of the logical framework for programme design, is at the highest level.

50. Efforts have been made to be succinct, capturing the essence of the subprogramme and reflecting language that has been adopted by Member States. The objectives stated in part two: biennial programme plan are not limited to a two-year period.

B. Expected accomplishments of the Secretariat

51. Expected accomplishments (also known as "expected results") are intended to reflect the consequence of the products and services to be delivered by the Secretariat within a two-year period. Expected accomplishments show benefits to end-users, and it is therefore incumbent upon programme managers to pay particular attention to the many categories of targeted beneficiaries. Expected accomplishments, when they occur, lead to the fulfilment of the objective. In other words, in terms of the hierarchy of programme design, expected accomplishments appear at a lower level than the objective.

52. While some of the expected accomplishments of the Secretariat cannot be attributable entirely to the Secretariat owing to the many stakeholders concerned, it is nevertheless feasible to acknowledge that a plausible claim can be made that the activities undertaken and the outputs and services delivered by the Secretariat — when properly designed and effectively implemented — contribute to those results. That claim can be further justified by the fact that programme managers, at the budget preparation stage, are required to determine the nature and scope of activities and outputs and select those that would ensure achievement of the expected accomplishments that are reflected in the biennial programme plan.

53. While a subprogramme might have many individual expected accomplishments, a determination is made to highlight and include in the biennial programme plan only those that are key and most representative of the subprogramme.

C. Indicators of achievement

54. Efforts continue to be made to focus on selecting key indicators of achievement that are clearly linked to the expected accomplishments, are useful for determining the difference made by the subprogramme and are measurable. The indicators, for the most part, have been formulated to show exactly the data that will be collected for the measurement of the expected accomplishments. A major

challenge continues to be the selection, at the stage of planning, of key or strategic indicators that would be meaningful and helpful for determining whether or not results were obtained. At the implementation level, however, more indicators could be used to measure other aspects of the subprogramme's work. It is stressed that the indicators would measure only the contribution made by the entity implementing the subprogramme and not the contribution made by other stakeholders.

55. Progress has been made in improving the qualitative aspects of indicators of achievement to enable better evaluation of qualitative changes in services provided, and efforts continue to be made in the area of performance measurement, although the selection of key indicators continues to be a difficult exercise, not unlike what has been experienced at the national level and by other entities of the United Nations system. Improvements have been made since the introduction of results-based budgeting concepts, and there is now clear evidence of many more indicators that are measurable and articulated in a way that would show exactly the data that will be collected. The performance measures, namely the baselines and targets, do not appear in the biennial programme plan, but will be included in the programme budget document. Experience gained in the analysis of trends on the basis of data collected for measuring results continues to be an essential tool in refining indicators of achievement and ensuring greater measurability and accountability.

D. Strategy

56. The strategy ("how are we getting there?") highlights the focus of efforts to be made within a two-year period to meet the needs of intended beneficiaries. It reflects the approach to be taken to ensure that the expected accomplishments occur, not the particular activities to be undertaken or the individual outputs to be delivered. For example, a strategy could be "ensuring that development issues are adequately addressed in intergovernmental debate", not "conducting a meeting" or "preparing a report", which are activities.

57. Efforts have been made to avoid referring to specific activities and outputs in part two: biennial programme plan and to continue to reinforce the linkage between the strategies employed and the expected accomplishments, so as to ensure that expected accomplishments will genuinely contribute to the attainment of long-term objectives.

E. Legislative mandates

58. Legislative mandates, which are listed at the end of each programme, are addressed to Governments, intergovernmental bodies, United Nations organizations and other entities, as well as to the Secretary-General. Programmes and subprogrammes are established to ensure the successful implementation of those mandates. Responsibility for the success of the programme is therefore not the exclusive preserve of Member States (acting individually or in intergovernmental bodies) or of the Secretariat. It is a collective responsibility, and success in achieving the objectives and expected accomplishments is a measure of the degree of success of the international community, working in a harmonious partnership between Member States and the Secretariat.

59. Based on that principle of collective responsibility, the objectives, expected accomplishments and indicators of achievement are formulated to address not only the work of the Secretariat but also the achievement of the subprogramme as a whole in terms of benefits or positive changes for its intended beneficiaries. Member States address to the Secretary-General their requests for assistance or collaboration in, inter alia, peace operations, electoral processes, application of international norms and standards, compliance with obligations under international instruments and economic and social development. Sometimes the work of the Secretariat involves collaboration and cooperation with other United Nations entities, civil society and the private sector in pursuit of the objectives. The positive changes sought are the consequence of the concerted efforts of many stakeholders.

60. There are general mandates that provide the overall orientation of programmes and subprogrammes and there are specific mandates that require the Secretary-General to undertake a particular activity or to deliver a specific output. The distinction is an important one for the preparation of a plan, since the planning stage focuses on a strategy to translate general legislative mandates into expected accomplishments, while the budget preparation stage takes fully into account the specific requests for individual outputs. The list of outputs therefore does not appear in the strategic framework; it will appear only in the programme budget document.

61. The preparation of part two: biennial programme plan involves not only the participation of all departments but also the review by relevant specialized intergovernmental bodies of those programmes falling within their sphere of competence. Recommendations by those bodies for modifications to the proposed biennial programme plan are incorporated when available. In cases where it has not been possible to incorporate changes owing to the scheduling of meetings, the recommendations of those intergovernmental bodies are made available to the Committee for Programme and Coordination at the time of its review.

Annex

Entities responsible for each subprogramme

Programme	*Description*	*Entities*
1	General Assembly and Economic and Social Council affairs and conference management	Department for General Assembly and Conference Management at United Nations Headquarters and the conference-servicing organizational entities at the United Nations Offices at Geneva, Vienna and Nairobi
	A. Conference management, New York	
	Subprogramme 1. General Assembly and Economic and Social Council Affairs	General Assembly and Economic and Social Council Affairs Division
	Subprogramme 2. Planning and coordination of conference services	Central Planning and Coordination Service
	Subprogramme 3. Documentation services	Documentation Division
	Subprogramme 4. Meetings and publishing services	Meetings and Publishing Division
	B. Conference management, Geneva	
	Subprogramme 2. Planning and coordination of conference services	Central Planning and Coordination Service
	Subprogramme 3. Documentation services	Language Service and Proofreading, Editing and Publications Section of Publishing Service
	Subprogramme 4. Meetings and publishing services	Interpretation Service, Publishing Service and Text-processing Section of Language Service
	C. Conference management, Vienna	
	Subprogramme 2. Planning and coordination of conference services	Planning, Coordination and Meetings Section
	Subprogramme 3. Documentation services	Six translation sections, Text-processing Section, Editorial Control Unit, and Library and Linguistic Support Unit
	Subprogramme 4. Meetings and publishing services	Interpretation Section, Electronic Publishing Unit and Reproduction and Distribution Unit
	D. Conference management, Nairobi	
	Subprogramme 2. Planning and coordination of conference services	Planning and Coordination Section

Programme	*Description*	*Entities*
	Subprogramme 3. Documentation services	Translating and Editorial Section
	Subprogramme 4. Meetings and publishing services	Interpretation Section and Publishing Section
2	Political affairs	Department of Political Affairs
	Subprogramme 1. Prevention, control and resolution of conflicts	Regional divisions and the Policy, Partnerships and Mediation Support Division
	Subprogramme 2. Electoral assistance	Electoral Assistance Division
	Subprogramme 3. Security Council affairs	Security Council Affairs Division
	Subprogramme 4. Decolonization	Decolonization Unit
	Subprogramme 5. Question of Palestine	Division for Palestinian Rights
	Subprogramme 6. Office of the United Nations Special Coordinator for the Middle East Peace Process	Office of the United Nations Special Coordinator for the Middle East Peace Process
	Subprogramme 7. Peacebuilding Support Office	Peacebuilding Support Office
	Subprogramme 8. United Nations Register of Damage Caused by the Construction of the Wall in the Occupied Palestinian Territory	Office of the Register of Damage
3	Disarmament	Office for Disarmament Affairs
	Subprogramme 1. Multilateral negotiations on arms limitation and disarmament	Conference on Disarmament Secretariat and Conference Support Branch at the United Nations Office at Geneva
	Subprogramme 2. Weapons of mass destruction	Weapons of Mass Destruction Branch
	Subprogramme 3. Conventional arms (including practical disarmament measures)	Conventional Arms Branch
	Subprogramme 4. Information and outreach	Information and Outreach Branch
	Subprogramme 5. Regional disarmament	Regional Disarmament Branch
4	Peacekeeping operations	Department of Peacekeeping Operations and Department of Field Support
	A. Peacekeeping operations	
	Subprogramme 1. Operations	Office of Operations
	Subprogramme 2. Military	Office of Military Affairs
	Subprogramme 3. Rule of law and security institutions	Office of Rule of Law and Security Institutions

Programme	*Description*	*Entities*
	Subprogramme 4. Policy, evaluation and training	Policy, Evaluation and Training Division
	Subprogramme 5. Field Administrative support	Field Personnel Division and Field Budget and Finance Division
	Subprogramme 6. Integrated support services	Logistics Support Division and the Communications and Information Technology Service
	B. Peacekeeping missions	
	1. United Nations Truce Supervision Organization	United Nations Truce Supervision Organization (UNTSO)
	2. United Nations Military Observer Group in India and Pakistan	United Nations Military Observer Group in India and Pakistan (UNMOGIP)
5	Peaceful uses of outer space	Office for Outer Space Affairs
6	Legal affairs	Office of Legal Affairs
	Subprogramme 1. Provision of legal services to the United Nations as a whole	Office of the Legal Counsel
	Subprogramme 2. General legal services provided to United Nations organs and programmes	General Legal Division
	Subprogramme 3. Progressive development and codification of international law	Codification Division
	Subprogramme 4. Law of the sea and ocean affairs	Division for Ocean Affairs and the Law of the Sea
	Subprogramme 5. Progressive harmonization, modernization and unification of the law of international trade	International Trade Law Division
	Subprogramme 6. Custody, registration and publication of treaties	Treaty Section
7	Economic and social affairs	Department of Economic and Social Affairs
	Subprogramme 1. Economic and Social Council support and coordination	Office for Economic and Social Council Support and Coordination
	Subprogramme 2. Gender issues and advancement of women	Office of the Special Adviser on Women and Gender Issues and Advancement of Women, and Division for the Advancement of Women
	Subprogramme 3. Social policy and development	Division for Social Policy and Development
	Subprogramme 4. Sustainable development	Division for Sustainable Development

Programme	*Description*	*Entities*
	Subprogramme 5. Statistics	**Statistics Division**
	Subprogramme 6. Population	**Population Division**
	Subprogramme 7. Development policy and analysis	**Development Policy and Analysis Division**
	Subprogramme 8. Public administration and development management	**Division for Public Administration and Development Management**
	Subprogramme 9. Sustainable forest management	**Secretariat of the United Nations Forum on Forests**
	Subprogramme 10. Financing for development	**Financing for Development Office**
8	**Least developed countries, landlocked developing countries and small island developing States**	**Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing States**
	Subprogramme 1. Least developed countries	**Least Developed Countries Unit**
	Subprogramme 2. Landlocked developing countries	**Landlocked Developing Countries Unit**
	Subprogramme 3. Small island developing States	**Small Island Developing States Unit**
9	**United Nations support for the New Partnership for Africa's Development**	**Office of the Special Adviser on Africa**
	Subprogramme 1. Coordination of global advocacy of and support for the New Partnership for Africa's Development	**Office of the Special Adviser on Africa**
	Subprogramme 2. Regional coordination of and support for the New Partnership for Africa's Development	**Economic Commission for Africa**
	Subprogramme 3. Public information and awareness activities in support of the New Partnership for Africa's Development	**Department of Public Information**
10	**Trade and development**	**United Nations Conference on Trade and Development**
	Subprogramme 1. Globalization, interdependence and development	**Division on Globalization and Development Strategies**
	Subprogramme 2. Investment and enterprise	**Division on Investment and Enterprise**
	Subprogramme 3. International trade	**Division on International Trade in Goods and Services and Commodities**
	Subprogramme 4. Technology and logistics	**Division on Technology and Logistics**

Programme	*Description*	*Entities*
	Subprogramme 5. Africa, least developed countries and special programmes	**Division for Africa, Least Developed Countries and Special Programmes**
	Subprogramme 6. Operational aspects of trade promotion and export development	**International Trade Centre**
11	**Environment**	**United Nations Environment Programme**
	Subprogramme 1. Climate change	**Division of Technology, Industry and Economics**
	Subprogramme 2. Disasters and conflicts	**Division of Environmental Policy Implementation**
	Subprogramme 3. Ecosystem management	**Division of Environmental Policy Implementation**
	Subprogramme 4. Environmental governance	**Division of Environmental Law and Conventions**
	Subprogramme 5. Harmful substances and hazardous waste	**Division of Technology, Industry and Economics**
	Subprogramme 6. Resource efficiency and sustainable consumption and production	**Division of Technology, Industry and Economics**
12	**Human settlements**	**United Nations Human Settlements Programme**
	Subprogramme 1. Shelter and sustainable human settlements development	**Shelter and Sustainable Human Settlements Development Division**
	Subprogramme 2. Monitoring the Habitat Agenda	**Monitoring and Research Division**
	Subprogramme 3. Regional and technical cooperation	**Regional and Technical Cooperation Division**
	Subprogramme 4. Human settlements financing	**Human Settlements Financing Division**
13	**International drug control, crime and terrorism prevention and criminal justice**	**United Nations Office on Drugs and Crime**
	Subprogramme 1. Rule of law	**Division for Treaty Affairs**
	Subprogramme 2. Policy and trend analysis	**Division for Policy Analysis and Public Affairs**
	Subprogramme 3. Prevention, treatment and reintegration, and alternative development	**Division for Operations**
14	**Economic and social development in Africa**	**Economic Commission for Africa (ECA)**
	Subprogramme 1. Trade, finance and economic development	**Trade, Finance and Economic Development Division**

Programme	*Description*	*Entities*
	Subprogramme 2. Food security and sustainable development	Food Security and Sustainable Development Division
	Subprogramme 3. Governance and public administration	Governance and Public Administration Division
	Subprogramme 4. Information and science and technology for development	Information and Communication Technology and Science and Technology Division
	Subprogramme 5. Economic cooperation and regional integration	NEPAD and Regional Integration Division
	Subprogramme 6. Gender and women in development	African Centre for Gender and Development
	Subprogramme 7. Subregional activities for development	Office of the Executive Secretary of ECA
	(a) Subregional activities in North Africa	Subregional office for North Africa (Rabat)
	(b) Subregional activities in West Africa	Subregional office for West Africa (Niamey)
	(c) Subregional activities in Central Africa	Subregional Office for Central Africa (Yaoundé)
	(d) Subregional activities in East Africa	Subregional office for East Africa (Kigali)
	(e) Subregional activities in Southern Africa	Subregional office for Southern Africa (Lusaka)
	Subprogramme 8. Development planning and administration	African Institute for Economic Development and Planning
	Subprogramme 9. Statistics	African Centre for Statistics
	Subprogramme 10. Social development	African Centre for Gender and Social Development
15	Economic and social development in Asia and the Pacific	Economic and Social Commission for Asia and the Pacific (ESCAP)
	Subprogramme 1. Macroeconomic policy and inclusive development	Macroeconomic Policy and Development Division
	Subprogramme 2. Trade and investment	Trade and Investment Division
	Subprogramme 3. Transport	Transport Division
	Subprogramme 4. Environment and development	Environment and Development Division
	Subprogramme 5. Information and communications technology and disaster risk reduction	Information and Communications Technology and Disaster Risk Reduction Division

Programme	*Description*	*Entities*
	Subprogramme 6. Social development	Social Development Division
	Subprogramme 7. Statistics	Statistics Division
	Subprogramme 8. Subregional activities for development	Office of the Executive Secretary, with support for the implementation of activities from the existing ESCAP Pacific Operations Centre
	(a) Subregional activities in East and North-East Asia	Subregional office for East and North-East Asia
	(b) Subregional activities in North and Central Asia	Subregional office for North and Central Asia
	(c) Subregional activities in South and South-West Asia	Subregional office for South and South-West Asia
	(d) Subregional activities in South-East Asia	Subregional office for South-East Asia
16	Economic development in Europe	Economic Commission for Europe (ECE)
	Subprogramme 1. Environment	Environment, Housing and Land Management Division
	Subprogramme 2. Transport	Transport Division
	Subprogramme 3. Statistics	Statistical Division
	Subprogramme 4. Economic cooperation and integration	Economic Cooperation and Integration Division
	Subprogramme 5. Sustainable energy	Sustainable Energy Division
	Subprogramme 6. Trade	Trade and Timber Division
	Subprogramme 7. Timber and forestry	Timber Section of the Trade and Timber Division
	Subprogramme 8. Housing, land management and population	Environment, Housing and Land Management Division
17	Economic and social development in Latin America and the Caribbean	Economic Commission for Latin America and the Caribbean (ECLAC)
	Subprogramme 1. Linkages with the global economy, regional integration and cooperation	International Trade and Integration Division
	Subprogramme 2. Production and innovation	Division of Production, Productivity and Management in close collaboration with the Commission's office in Brasilia

Programme	*Description*	*Entities*
	Subprogramme 3. Macroeconomic policies and growth	Economic Development Division in collaboration with the Commission's offices in Brasilia and Buenos Aires
	Subprogramme 4. Social development and equity	Social Development Division
	Subprogramme 5. Mainstreaming the gender perspective in regional development	Women and Development Division of the Commission
	Subprogramme 6. Population and development	The Latin American and Caribbean Demographic Centre of the Population Division of the Commission
	Subprogramme 7. Planning of public administration	The Latin American and Caribbean Institute for Economic and Social Planning
	Subprogramme 8. Sustainable development and human settlements	Sustainable Development and Human Settlements Division
	Subprogramme 9. Natural resources and infrastructure	Natural Resources and Infrastructure Division
	Subprogramme 10. Statistics and economic projections	Statistics and Economic Projections Division
	Subprogramme 11. Subregional activities in Mexico and Central America	ECLAC subregional headquarters for Mexico
	Subprogramme 12. Subregional activities in the Caribbean	ECLAC subregional headquarters for the Caribbean
18	Economic and social development in Western Asia	Economic and Social Commission for Western Asia (ESCWA)
	Subprogramme 1. Integrated management of natural resources for sustainable development	Sustainable Development and Productivity Division
	Subprogramme 2. Integrated social policies	Social Development Division
	Subprogramme 3. Economic development and integration	Economic Development and Globalization Division
	Subprogramme 4. Information and communication technology for regional integration	Information and Communication Technology Division
	Subprogramme 5. Statistics for evidence-based policymaking	Statistics Division
	Subprogramme 6. Advancement of women	ESCWA Centre for Women
	Subprogramme 7. Conflict mitigation and development	Section for Emerging and Conflict-Related Issues

Programme	*Description*	*Entities*
19	**Human rights**	**Office of the United Nations High Commissioner for Human Rights**
	Subprogramme 1. Human rights mainstreaming, right to development, and research and analysis	**Research and Right to Development Division**
	Subprogramme 2. Supporting human rights treaty bodies	**Human Rights Treaties Division**
	Subprogramme 3. Advisory services, technical cooperation and field activities	**Field Operations and Technical Cooperation Division**
	Subprogramme 4. Supporting the Human Rights Council, its subsidiary bodies and mechanisms	**Human Rights Council and Special Procedures Division**
20	**International protection, durable solutions and assistance to refugees**	**Office of the United Nations High Commissioner for Refugees**
21	**Palestine refugees**	**United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA)**
	Subprogramme 1. Education	
	Subprogramme 2. Health	
	Subprogramme 3. Relief and social services	
	Subprogramme 4. Microfinance and microenterprise	
22	**Humanitarian assistance**	**Office for the Coordination of Humanitarian Affairs**
	Subprogramme 1. Policy and analysis	**Policy Development and Studies Branch (New York)**
	Subprogramme 2. Coordination of humanitarian action and emergency response	**Coordination and Response Division (New York) and External Relations and Support Mobilization Branch (Geneva)**
	Subprogramme 3. Natural disaster reduction	**International Strategy for Disaster Reduction and its secretariat**
	Subprogramme 4. Emergency support services	**Emergency Services Branch in Geneva**
	Subprogramme 5. Humanitarian emergency information and advocacy	**Advocacy and Information Management Branch**
23	**Public information**	**Department of Public Information**
	Subprogramme 1. Strategic communication services	**Strategic Communications Division**

Programme	*Description*	*Entities*
	Subprogramme 2. News services	News and Media Division, supported by the Office of the Spokesperson for the Secretary-General and by the network of United Nations information centres
	Subprogramme 3. Outreach and knowledge-sharing services	Outreach Division
24	Management and support services	Department of Management and administrative services of United Nations Office at Geneva, United Nations Office at Vienna and United Nations Office at Nairobi
	A. Headquarters	
	Subprogramme 1. Management services, administration of justice and services to the Fifth Committee of the General Assembly and to the Committee for Programme and Coordination	Office of the Under-Secretary-General for Management; secretariat of the Administrative and Budgetary (Fifth) Committee of the General Assembly and Committee for Programme and Coordination
	Subprogramme 2. Programme planning, budget and accounts	Office of Programme Planning, Budget and Accounts
	Subprogramme 3. Human resources management	Office of Human Resources Management
	Subprogramme 4. Support services	Office of Central Support Services
	B. United Nations Office at Geneva	
	Subprogramme 2. Programme planning, budget and accounts	Financial Resources Management Service
	Subprogramme 3. Human resources management	Human Resources Management Service
	Subprogramme 4. Support services	Information and Communication Technology Service and Central Support Services
	C. United Nations Office at Vienna	
	Subprogramme 2. Programme planning, budget and accounts	Financial Resources Management Service
	Subprogramme 3. Human resources management	Human Resources Management Service
	Subprogramme 4. Support services	Information Technology Service and General Support Section

Programme	*Description*	*Entities*
	D. United Nations Office at Nairobi	
	Subprogramme 2. Programme planning, budget and accounts	Budget and Financial Management Service
	Subprogramme 3. Human resources management	Human Resources Management Service
	Subprogramme 4. Support services	Information, Communication and Technology Service and Support Services Service
25	Internal oversight	Office of Internal Oversight Services
	Subprogramme 1. Internal audit	Internal Audit Division
	Subprogramme 2. Inspection and evaluation	Inspection and Evaluation Division
	Subprogramme 3. Investigations	Investigations Division
26	Jointly financed activities	
	A. International Civil Service Commission	International Civil Service Commission (ICSC)
	B. Joint Inspection Unit	Joint Inspection Unit
	C. United Nations System Chief Executives Board for Coordination	United Nations System Chief Executives Board for Coordination (CEB)
27	Safety and Security	Department of Safety and Security
	Subprogramme 1. Security and safety coordination	Division of Safety and Security Services
	Subprogramme 2. Regional field coordination and support	Division of Regional Operations and Field Support